# KCStat

kcstat.kcmo.org

**December 5, 2017** 

**#KCStat** 

## Finance and Governance



## Finance and Governance

To be transparent and employ best practices in governance and management, and strengthen, expand, and make judicious use of Kansas City's economic resources to maintain solvency and build resilience.

# How To Get There: 2018-2023 City Objectives and Strategies For Finance and Governance

## 1. Implement policies, procedures, and practices to ensure the resiliency of City government.

- a) Provide training within two years that result in an organizational standard of administrative, governance, and financial core competencies for employees. (Finance)
- b) Review the City's revenue structure and identify potential new sources of revenue. (Finance)
- c) Develop a citywide succession plan to maintain institutional knowledge and continuity of City services. (Human Resources)
- d) Develop a plan that renews the Capital Improvement Sales Tax by August 2018. (Finance)

#### 2. Maintain and strengthen the City's General Obligation AA credit rating.

- a) Build the General Fund balance to at least two months of operating expenditures. (Finance)
- b) Develop a long-range plan in conjunction with collective bargaining groups to fully fund benefit programs including pension, healthcare, and other post-employment benefits. (Finance)
- c) Propose and adopt annually a Five-Year Financial Plan that is structurally balanced and includes the General Fund, Special Revenue Funds, and General Obligation Bond Funds. (Finance)

# How To Get There: 2018-2023 City Objectives and Strategies For Finance and Governance

- 3. Identify and take advantage of opportunities for cost-savings and efficiencies.
  - a) Develop recommendations to reduce Fire overtime expenditures. (Finance)
  - b) Conduct a process improvement study on revenue collections. (Finance, Revenue Division)
  - c) Prepare a recommendation to develop a pilot project for a citywide inventory system, beginning with the Kansas City Fire Department (KCFD). (Fire)
  - d) Conduct a review of citywide timekeeping and payroll functions. (Finance)
  - e) Complete the OneIT initiative between the City and the Kansas City Police Department. (Office of the City Manager)
  - f) Identify additional opportunities to integrate and coordinate services between the City and KCPD. (General Services)
  - g) Develop and implement a comprehensive risk management program. (Risk Management Committee)
  - h) Implement a priority-based budgeting (PBB) system. (Finance)

# How To Get There: 2018-2023 City Objectives and Strategies For Finance and Governance

- 4. Implement policies and procedures to reduce workplace accidents and injuries and associated costs.
  - a) Collaborate with collective bargaining groups to implement a Fit-for-Duty program. (General Services)
  - b) Analyze the effectiveness of the Temporary Transitional Duty Program for workers' compensation claims. (General Services)
  - c) Complete the development of functional job studies for all labor positions. (General Services)
  - d) Develop and implement a workers' compensation fraud prevention program. (General Services)
  - e) Provide enhanced safety training for employees in positions that traditionally have a high number of work-related injuries. (General Services)
- Update the City's charter, ordinances, policies, and procedures, as well as the City's state and federal priorities, to ensure a responsive and representative City government.
  - a) Review the City Charter to identify the need for revisions, including a recommendation on the initiative petition process. (Law)
  - b) Develop and pursue a plan to modify Kansas City Police Department governance to include local control by the City. (Office of the City Manager)

## Measures of Success

Objective	Measures of Success	Actual FY15	Actual FY16	Target FY17	Actual FY17	Target FY18	Target FY19
B1	Percent of employees who agree that their department is prepared for future retirements	28%			26%		40%
B2	General Fund unreserved fund balance as a percent of annual operating expenditures	12.29%	11.4%	16%	14.5%	16%	16%
B2	Persion system funding ratio for employee pension system	83.7%	86.5%	100%	83.3%	100%	100%
В3	Percent of residents satisfied with the value received for tax dollars	42%	41%	46%	41%	46%	46%
B4	Workers' compensation claim frequency rate	18	15	15	17	15	15
B4	Cost of workers compensation claims		\$16,855,451		\$18,408,545	TBD	TBD
В5	Percent of residents satisfied with City Manager and appointed staff	51%	52%	55%	48%	55%	55%

# Objective 1: Implement policies, procedures, and practices to ensure the resiliency of City government.

## Strategy A

Provide training within two years that result in an organizational standard of administrative, governance, and financial core competencies for employees.

(Finance)

## **Training**

#### Finance Department

- Four courses under development
  - Finance 101
  - Budget Process Overview
  - Travel Policy Training
- Goal will be to match roles in PeopleSoft to required courses
- First classes in early 2018 other priorities prevented 2017 start
- Additional courses will be designed and delivered as the year progresses
- FY2018-19 Submitted Budget KPI: 300 training interactions

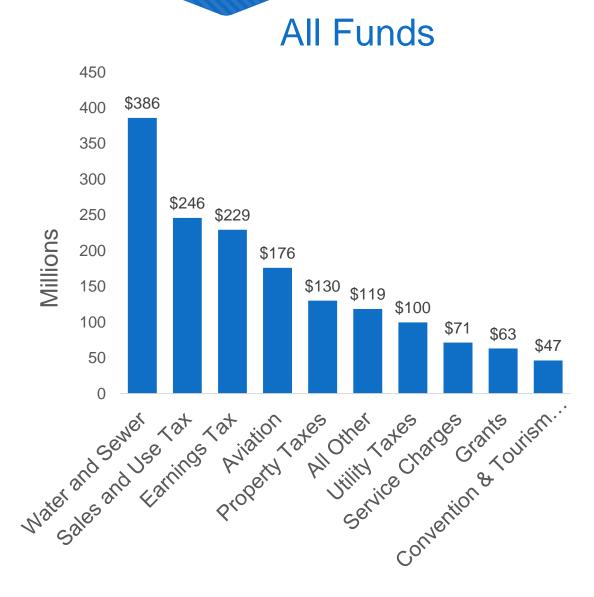
#### Law Department

- O Developing templates for every type of ordinance (first draft complete and working on second draft now)
- Law will roll out training on various ordinance templates in 2018

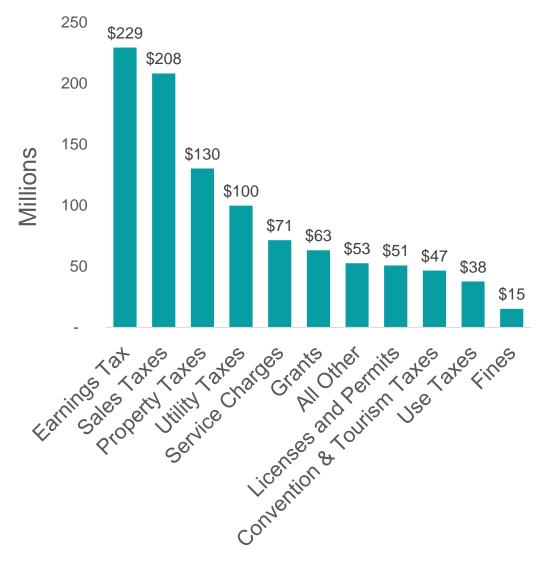
## Strategy B

Review the City's revenue structure and identify potential new sources of revenue. (Finance)

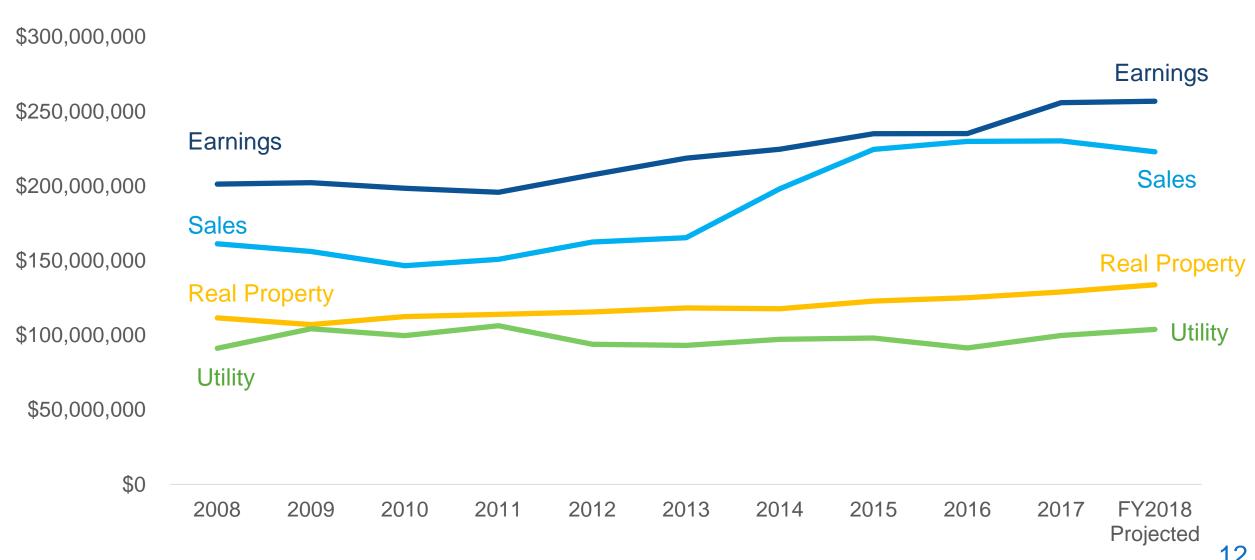
## City Revenues FY 2017-18 Adopted Budget



#### **Governmental Activities Funds**



## Revenue Change by Source



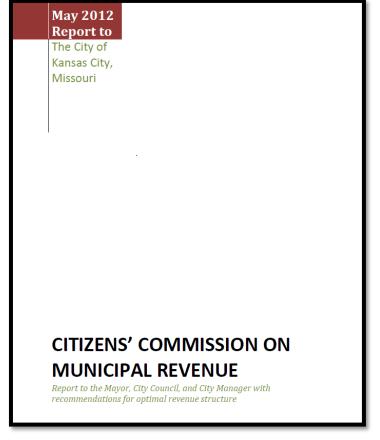
## Revenue Structure Review

	PROS	CONS
Earnings Tax	<ul><li>Not dedicated</li><li>Half paid by non-residents</li></ul>	<ul><li>Vote every 5 years to renew</li><li>Subject to economic cycles</li></ul>
Sales and Use Tax	Collected by the State	<ul> <li>Subject to economic cycles</li> <li>Usually dedicated to specific uses</li> <li>Many exemptions</li> <li>High rate</li> </ul>
Property Tax	<ul><li>Stable growth</li><li>Collected by the counties</li></ul>	<ul> <li>Hancock Amendment limits growth</li> </ul>
Utility Tax	<ul> <li>Not dedicated</li> <li>Cost of collections low</li> </ul>	<ul> <li>Utility rates set by Public Service Commission</li> <li>Weather effects consumption</li> <li>Some green initiatives decrease demand</li> </ul>

## Revenue Report (early 2018)

O Designed to continue the work of the Citizens' Commission on Municipal Revenue (2012)

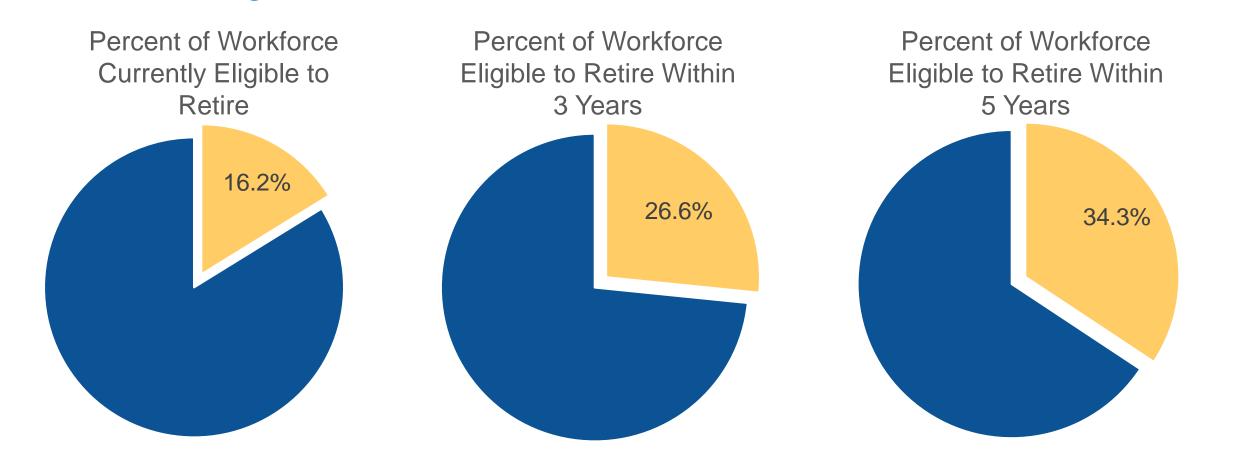
- O Includes:
  - O Analysis of existing revenues
  - O Review of potential new sources
    - **O**Enabling legislation
    - OVoter approval
- O Draft prepared; report expected in early 2018



## Strategy C

Develop a citywide succession plan to maintain institutional knowledge and continuity of City services. (Human Resources)

### Workforce realities: why succession plan?



# KC Succession Plan: Workforce Advancement Model (WAM)

Our WAM is a proactive and future-focused process that **enables departments to identify necessary competencies and then work to assess, evaluate and develop a talented pool of employees** to ensure a continuity of leadership for critical positions and help preserve information and knowledge that otherwise would be lost due to retirement, promotion and normal attrition.

- It serves not only to bolster the skills of employees, but also works as a **retention tool** by providing a clearly defined promotional path for motivated employees willing and able to learn and occupy higher level positions
- It is a specific **developmental strategy** that spells out the particular steps to be followed to achieve the department, division or unit mission, goals and initiatives
- It is a model customized and implemented to meet the **business needs** of department(s), and is a department-driven, flexible, living document that is inclusive to most job class hierarchies
- It is a tool to help justify the cost of training devoted to **employee leadership** development

# KC Succession Plan Workforce Advancement Model (WAM) Timeline

The City of KCMO Human Resources Department has utilized informal succession plans for the past 15+ years for high turnover, hard-to-fill positions

#### August 2015

• The Office of the City Auditor announced a Performance Audit to review whether the city has developed a succession plan to maintain knowledge, expertise, and leadership continuity

#### August/September 2015

 Human Resources formally developed a draft succession planning policy called the Workforce Advancement Model (WAM)

#### December 2015

 City Audit recommended four additional strategies to strengthen the policy and each was immediately implemented and/or placed in the final policy document

#### January 2016

• Administrative Regulation No. 1-28 "Workforce Advancement Model" was approved by the City Manager

# KC Succession Plan Workforce Advancement Model (WAM) Timeline

#### February thru April 2016

 WAM educational sessions held with Department Directors, Division Managers and Department Liaisons, including department-specific workforce demographic information

#### May 2016

The City had 12 departmental approved WAM's

#### June 2016

• City of KC awarded Central Region International Public Management Association for Human Resources (IPMA-HR) - **Best Practice Award** for succession planning model

#### September 2016

- City of KC received International Public Management Association for Human Resources (IPMA-HR) **Agency Award for Excellence** for succession planning model
  - IPMA-HR currently uses KC-WAM as one of three best practice models in a succession planning training module

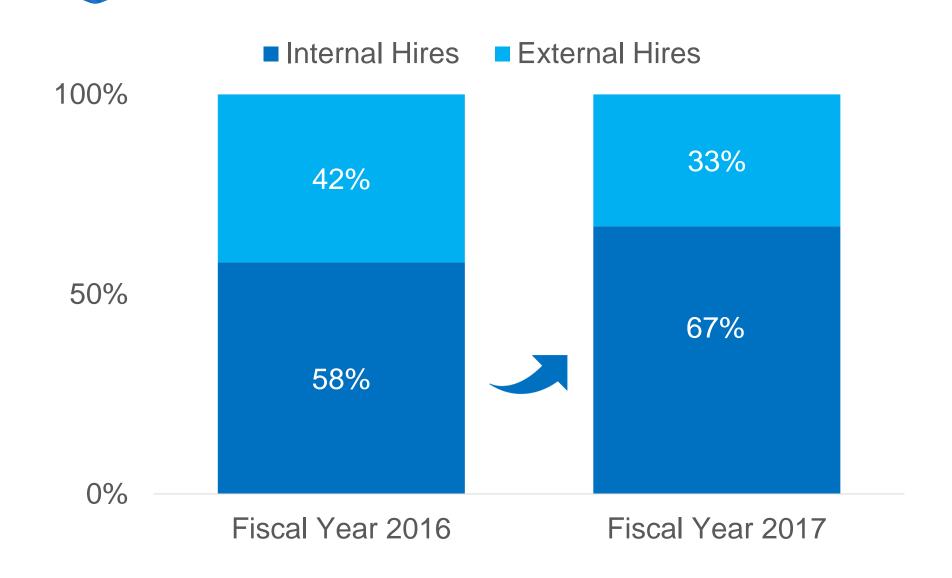
#### January 2017

• Governing Magazine article spotlights KC-WAM

#### Currently

• The City has 24 departmental approved WAM's

## One Year Change: Internal vs External Hiring for Leadership Positions



## **Measures of Success**

Objective	Measures of Success	Actual FY15	Actual FY16	Target FY17	Actual FY17	Target FY18
1. C	Increase the number of Departmental Approved WAM's	N/A	12	20	21	30
1. C	Increase or maintain the percentage of internal vs external hires into "leadership" positions	N/A	58%	65%	67%	70%
1. C	Number of employees covered by a WAM, indicating the potential bench strength	N/A	101	150	210	250

## Strategy D

Develop a plan that renews the Capital Improvement Sales Tax by August 2018. (Finance)

## Capital Improvement Sales Tax

- Ordinance No. 170919 introduced November 9
  - O Calls for an election on April 3, 2018
  - Renewal of 1 cent sales tax dedicated to capital maintenance
  - Designed to complement GO bond program
    - OGO Bonds construction of infrastructure
    - OCapital improvement sales tax maintenance of infrastructure







# Objective 2: Maintain and strengthen the City's General Obligation AA credit rating.

## Importance of Positive Credit

- In February 2017, Moody's affirmed the City's General Obligation and Special Obligation ratings
  - Aa2 General Obligation
  - A1 Appropriation Backed Special Obligation
- In the same report, Moody's revised the City's outlook from Stable to Negative, citing:
  - High debt profile and future issuance plans
  - Significant elevated pension liability
- On April 6, 2017, Moody's noted the passage of the \$800 million General Obligation authorization is a Credit Positive because:
  - Allows the City to address maintenance needs apart from a pay-go basis
  - Reduces deferred maintenance

## **Current Credit Ratings**

General Obl	igation Credit	Appropriation	Appropriation Backed Credit			
S&P	Moody's	S&P	Moody's			
AAA	Aaa	AAA	Aaa			
AA+	Aa1	AA+	Aa1			
AA	Aa2	AA	Aa2			
AA-	Aa3	AA-	Aa3			
A+	A1	A+	A1			
A	A2	A	A2			
A-	A3	A-	A3			
BBB+	Baa1	BBB+	Baa1			
BBB	Baa2	BBB	Baa2			
BBB-	Baa3	BBB-	Вааз			

## **Economic Impact of Credit Rating**

Current General Obligation Rates:

AAA AA A

20 Years 2.73 3.16 3.57

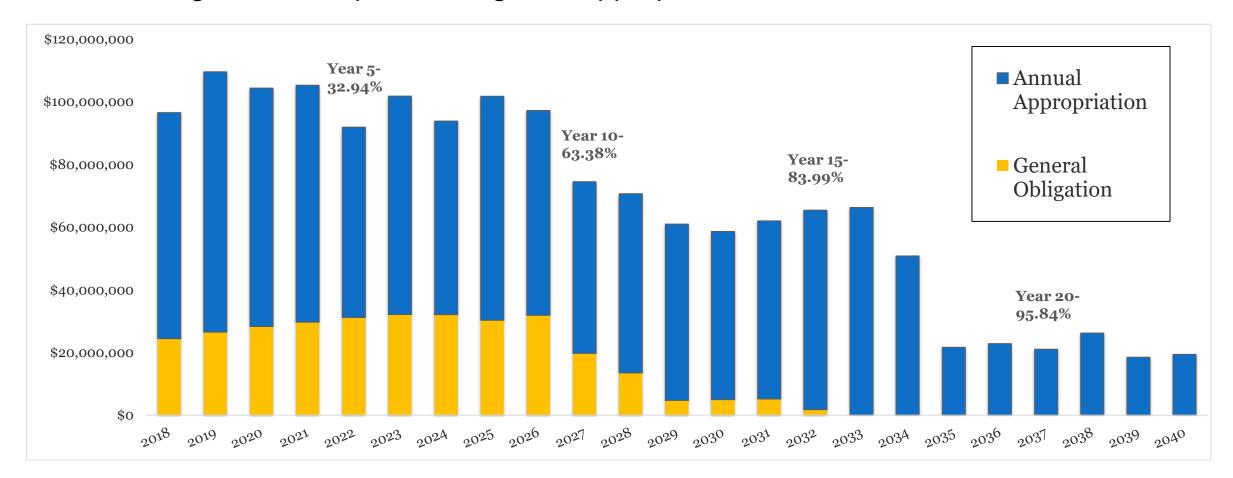
Financial Impact: \$40,000,000 issued, 20 year term

Total Interest \$12,439,238 \$14,571,152 \$16,645,978

Change from AA (\$2,131,914) \$2,074,826

## **Principal Amortization**

#### General Obligation and Special Obligation Appropriation Debt



Does not include new issuances Spring, 2018

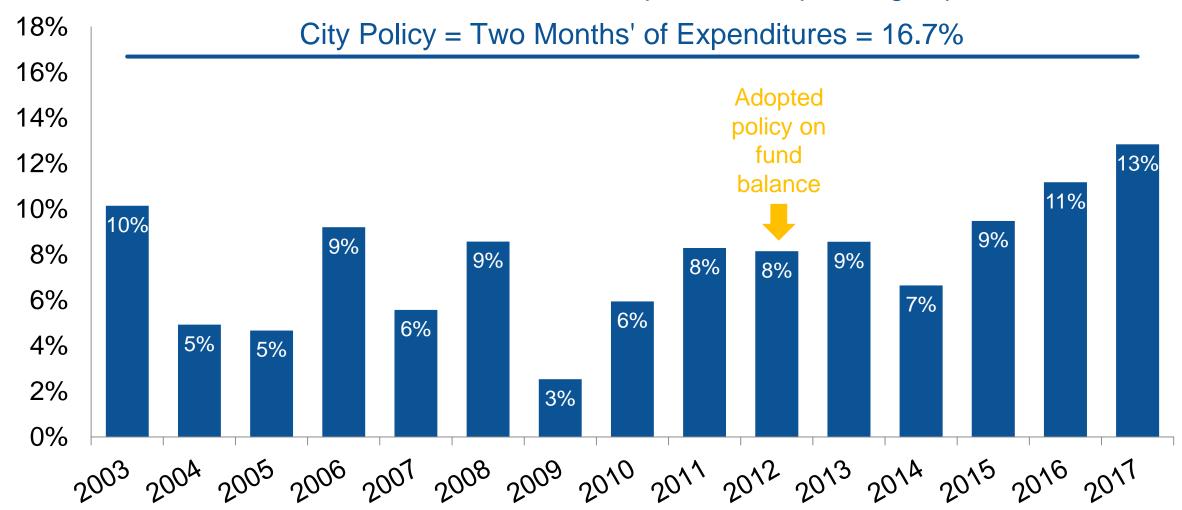
## Strategy A

Build the General Fund balance to at least two months of operating expenditures.

(Finance)

# General Fund Balance As A Percent Of Operating Expenditures (GAAP Basis)

General Fund fund balance as a percent of operating expenditures



Source: CAFR bit.ly/KCMOFinance

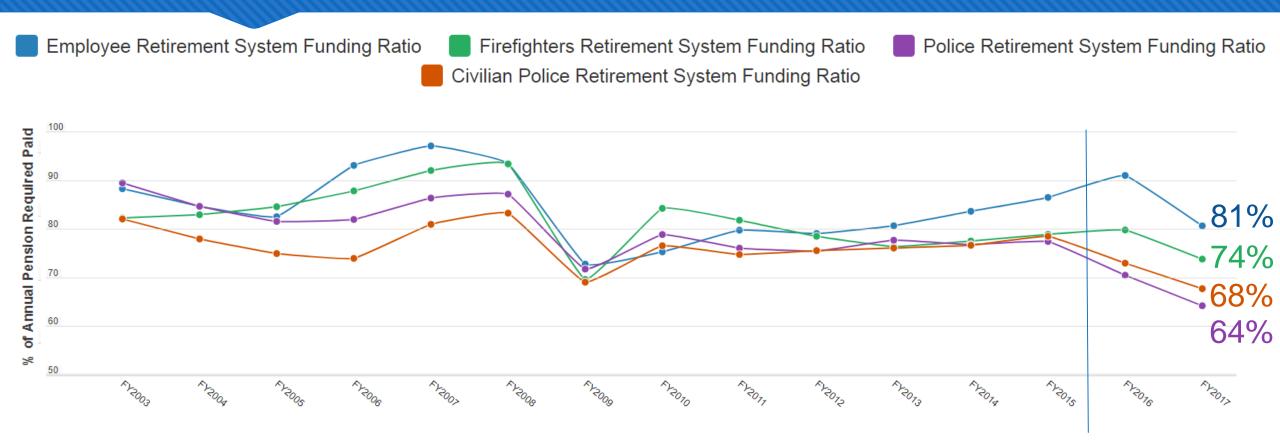
## Strategy B

Develop a long-range plan in conjunction with collective bargaining groups to fully fund benefit programs including pension, healthcare, and other post-employment benefits. (Finance)

## **Pension Funding Policy**

- O Designed to have all four plans using similar assumptions for:
  - Amortization method
  - Asset smoothing
  - O Experience studies
  - O Investment returns
- O Draft developed in conjunction with pension plan executive directors
- O Comments received from Employees' Retirement System
- Awaiting comments from Firefighters' Pension System
- Goal is to bring to City Council for adoption and codification within financial policy framework

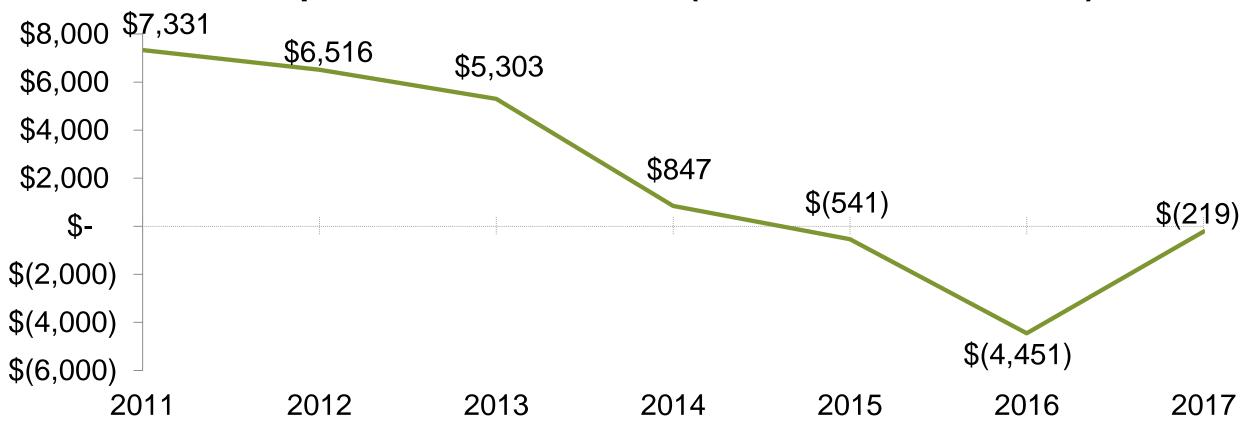
## **Funded Ratios**



Data Available on OpenData KC bit.ly/FundedRatios

### **Net Position of Healthcare Trust Fund**

#### Net position/Fund Balance (in thousands of dollars)



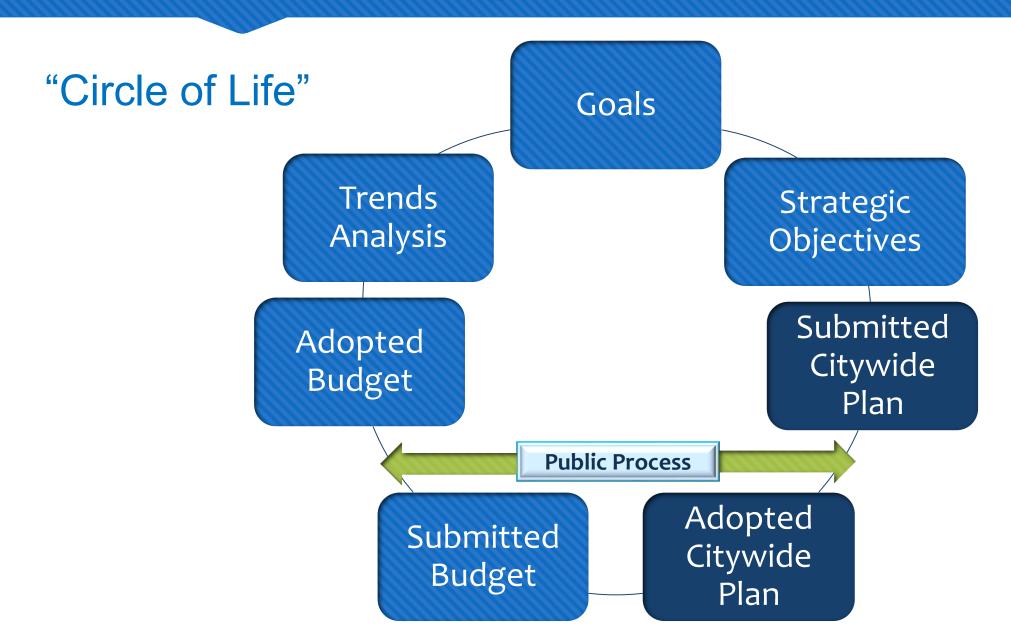
## Other post-employment benefits (OPEB)

- OPEB Liability the cost of providing benefits (health, dental, vision, prescription, or other healthcare services) to eligible retirees as part of the City's group bid insurance plans
- Liability is implied due to the difference in cost for retiree health care if they bought it for themselves at individual rates vs. benefiting from the City's group insurance rates
- O Beginning in Fiscal Year 2018-19, the Governmental Accounting Standards Board (GASB) requires this liability to be recorded on the City's books per Statement 75
  - OSimilar concept to recent pension accounting revisions
  - OExpected impact
- Rating agencies are interested in the City's plans relative to funding this liability

## Strategy C

Propose and adopt annually a Five-Year Financial Plan that is structurally balanced and includes the General Fund, Special Revenue Funds, and General Obligation Bond Funds. (Finance)

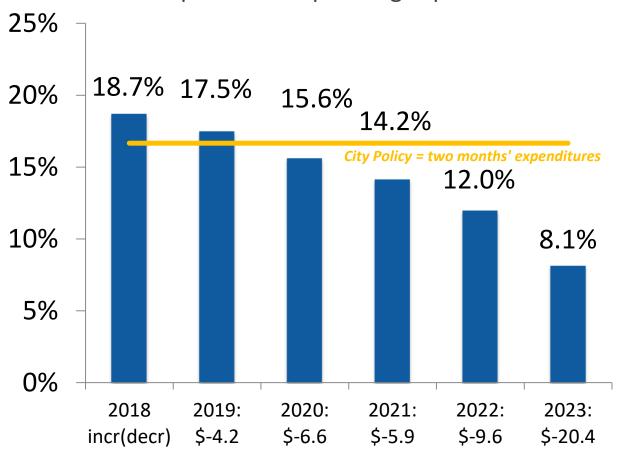
## Financial Planning Process



#### Five-Year Financial Plan – Fund Balance

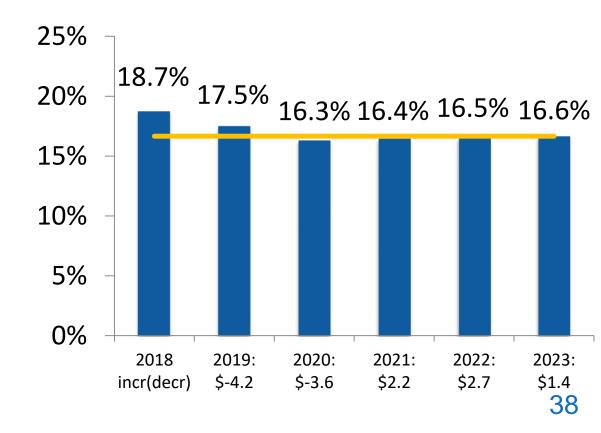
#### Baseline scenario

General Fund: Reserves as a percent of operating expenditures



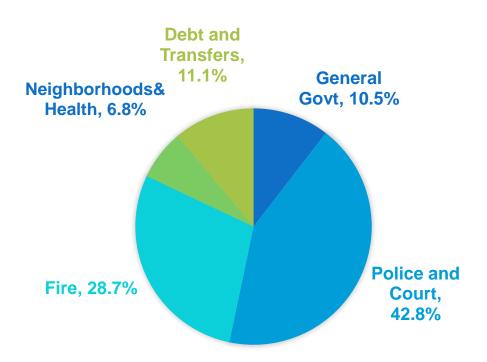
#### Balanced scenario

General Fund: Reserves as a percent of operating expenditures

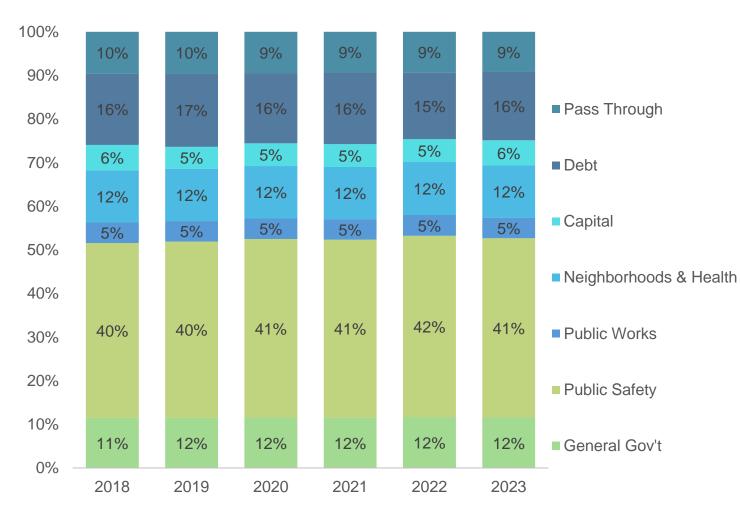


#### Five-Year Financial Plan – Portfolio of Services

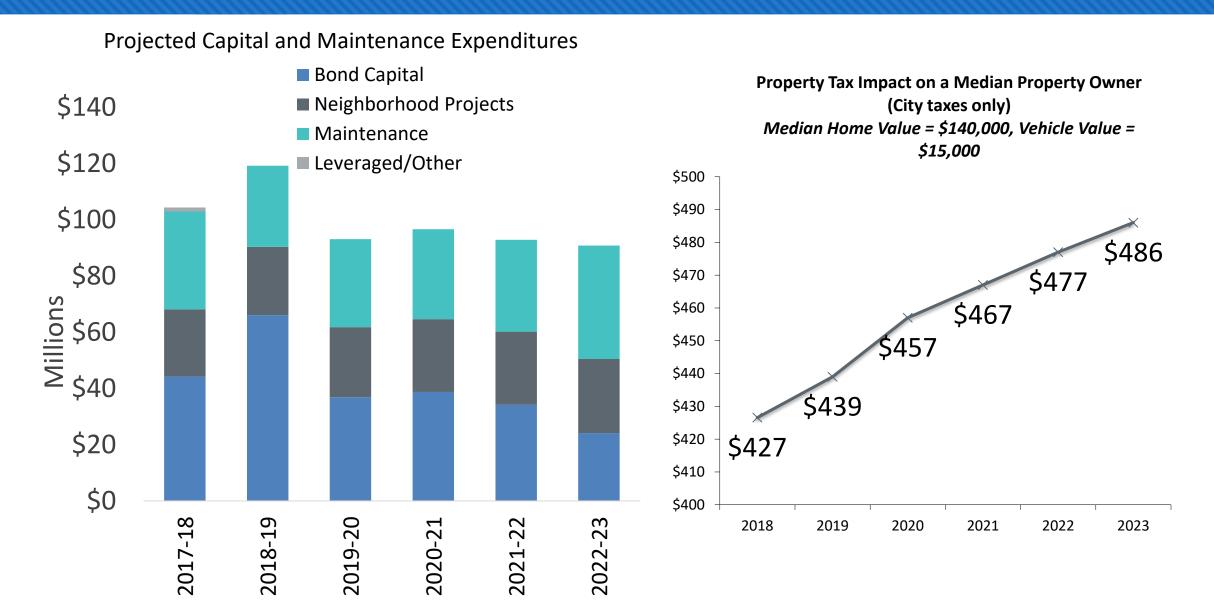
## GENERAL FUND OPERATING EXPENSES: 2023



#### GOVERNMENTAL ACTIVITIES FUNDS: ALLOCATION BY PROGRAM



#### Five-Year Financial Plan – Capital Expenditures and Taxpayer Impact

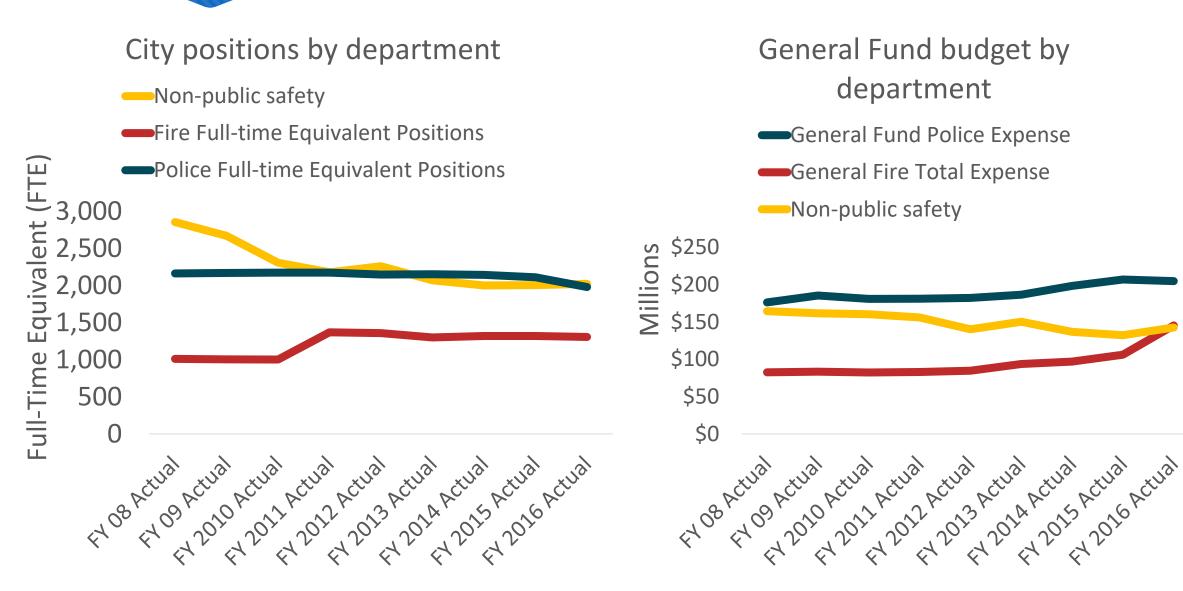


# Objective 3: Identify and take advantage of opportunities for cost-savings and efficiencies.

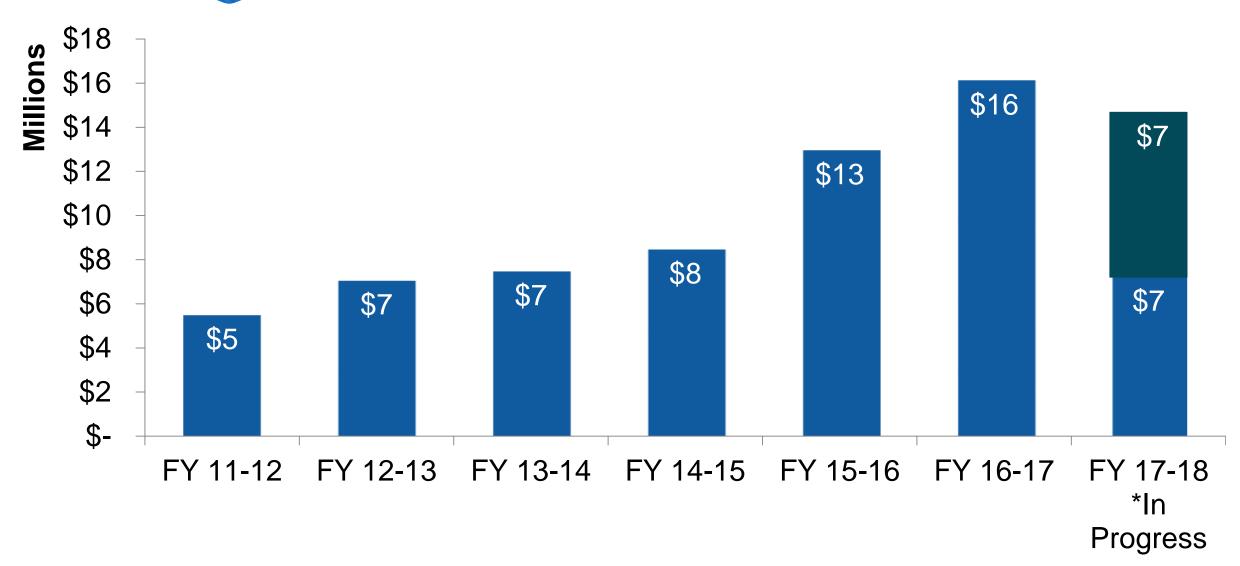
## Strategy A

Develop recommendations to reduce Fire overtime expenditures. (Finance)

## Public Safety Expenses



#### Combined Fire Over Time and Double Time Expenses

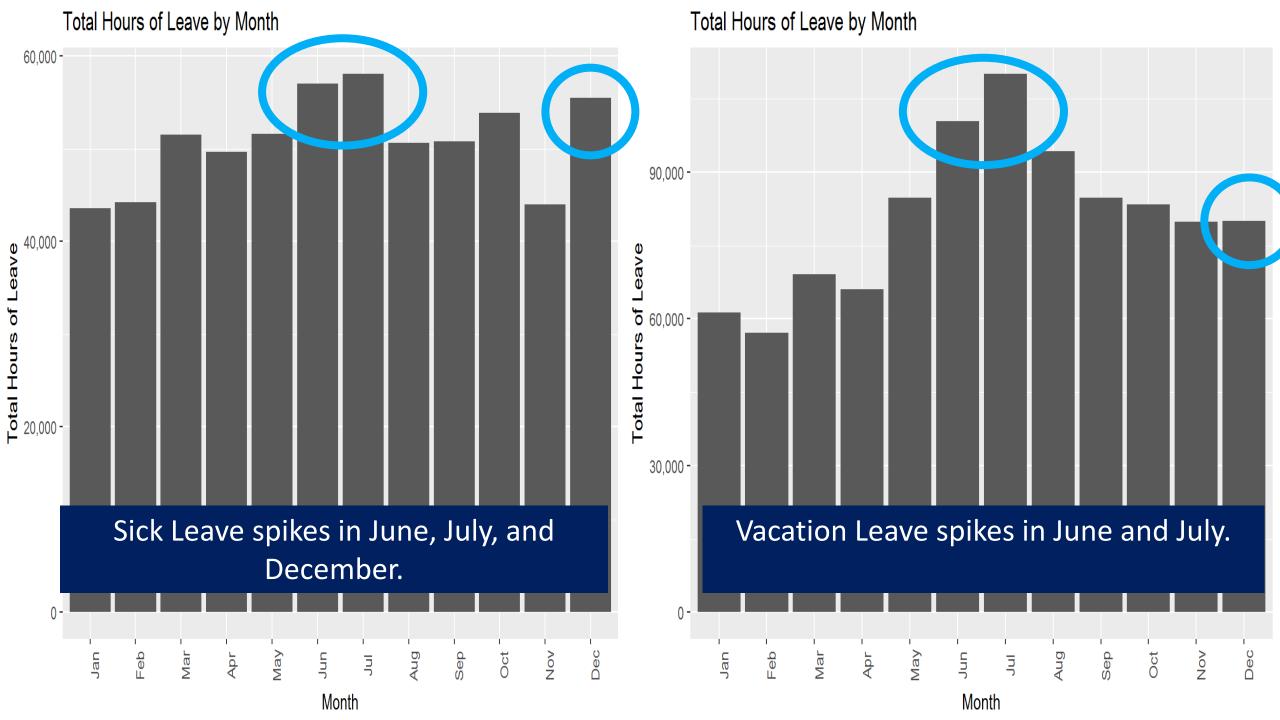


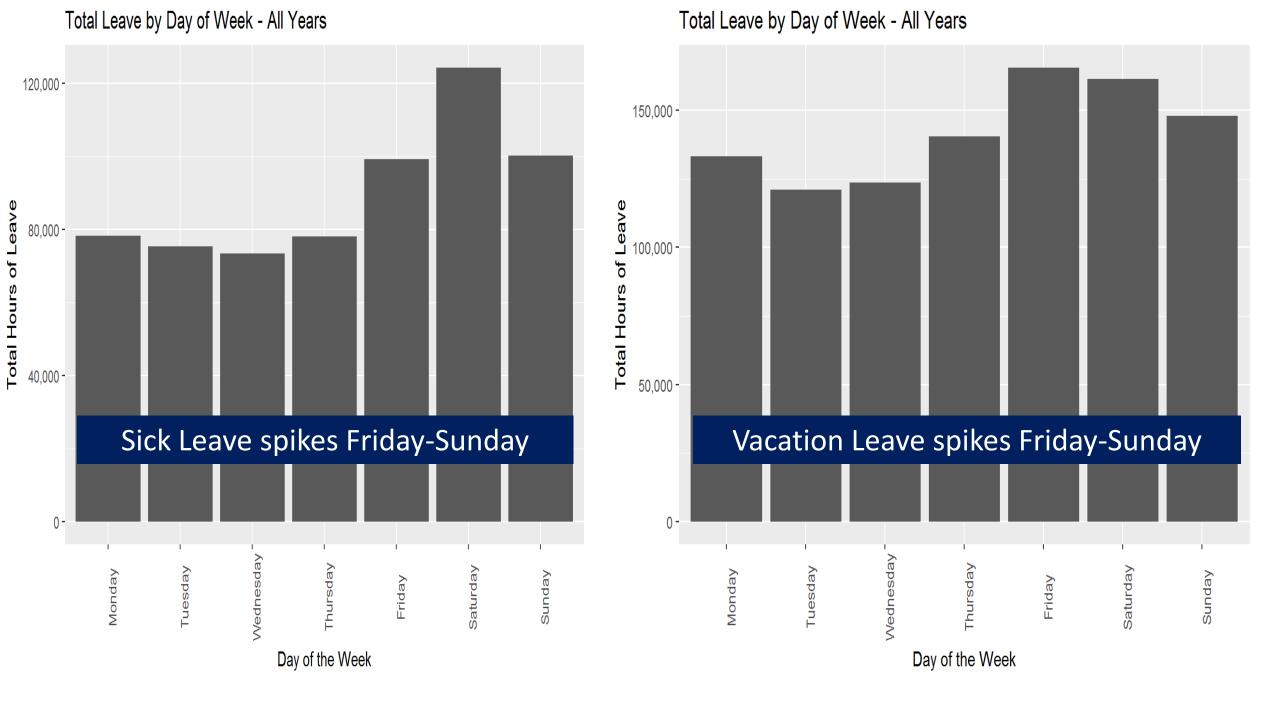
#### **Absenteeism Analysis**

- O Who did it?
  - O City Manager's Office of Performance Management
- O Why we did it
  - O KCFD and the City Manager wanted a deeper understanding of leave data over past years to detect changes that could relate to overtime costs

## Finding 1: N-Days Represent a Large Number of Leave Hours

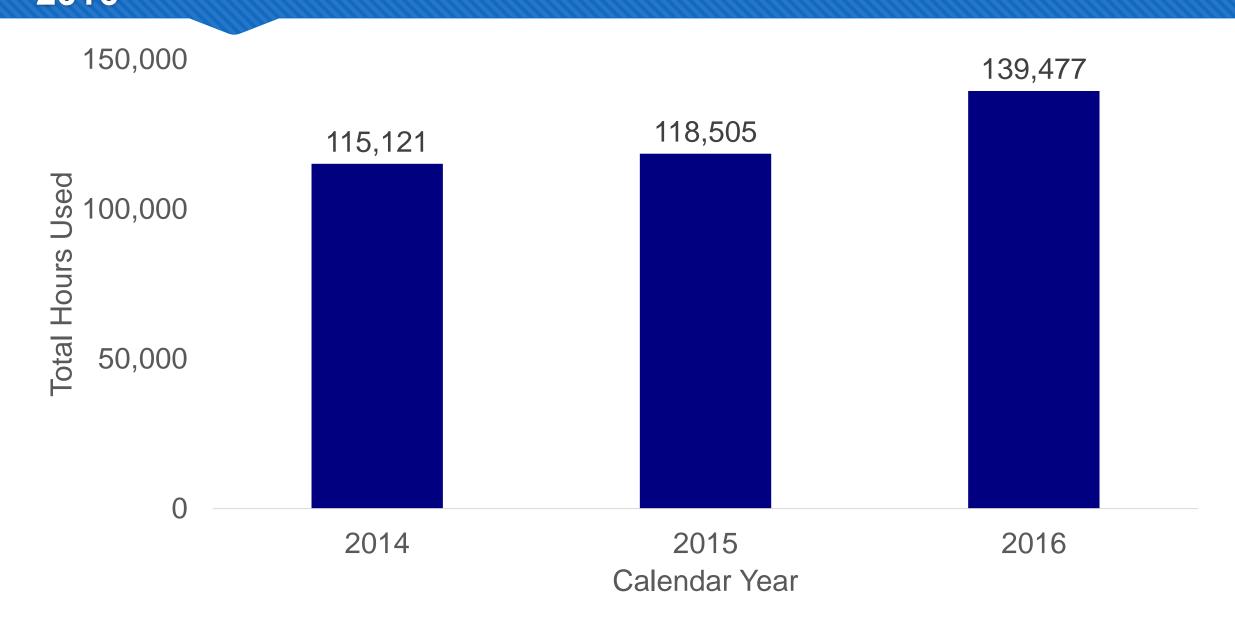
## Finding 2: Vacation Leave and Sick Leave are large drivers and are used at similar times.



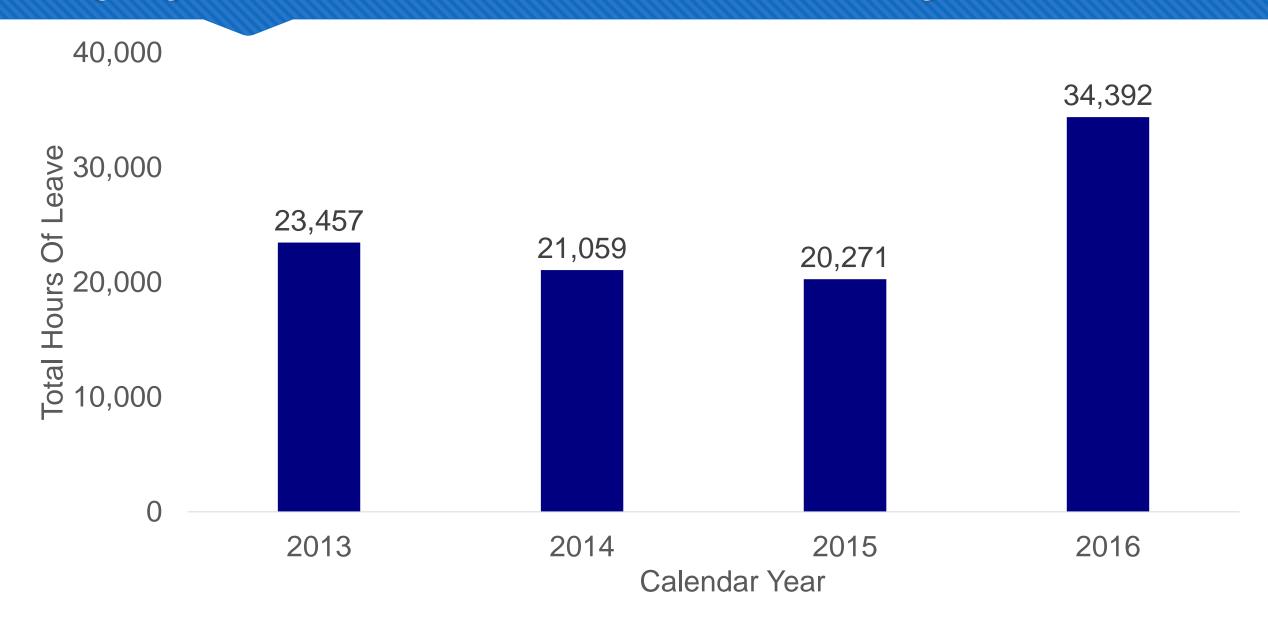


## Finding 3: Injury Leave and Modified Duty have increased significantly

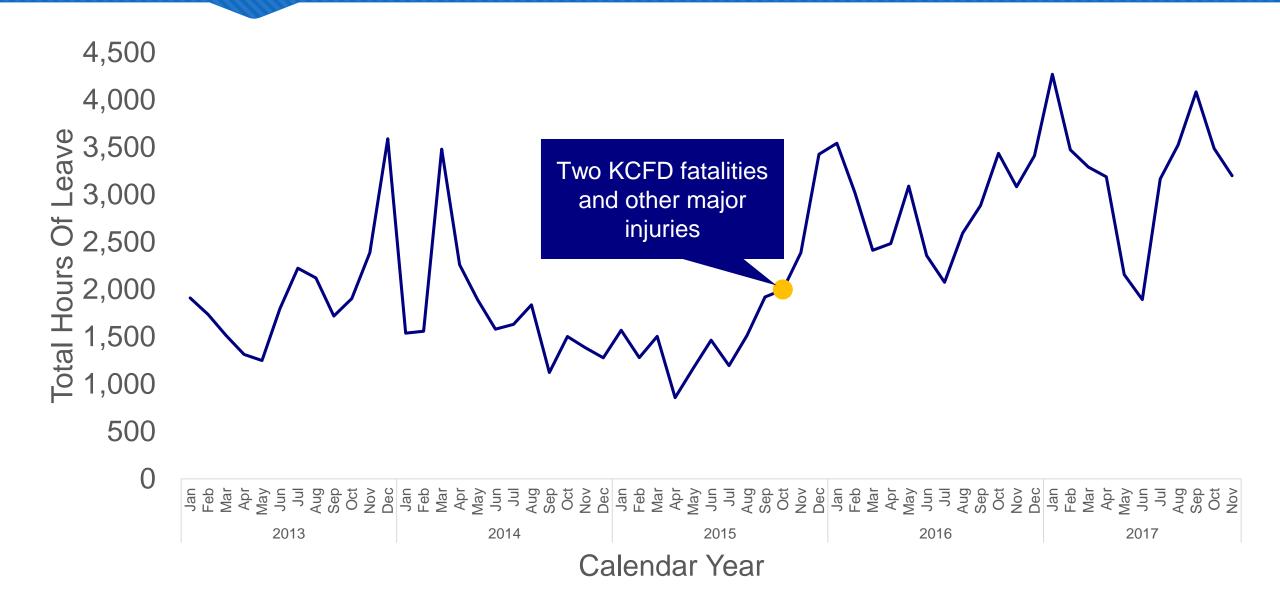
## **Modified Duty – Compensable Usage Increased Dramatically in 2016**



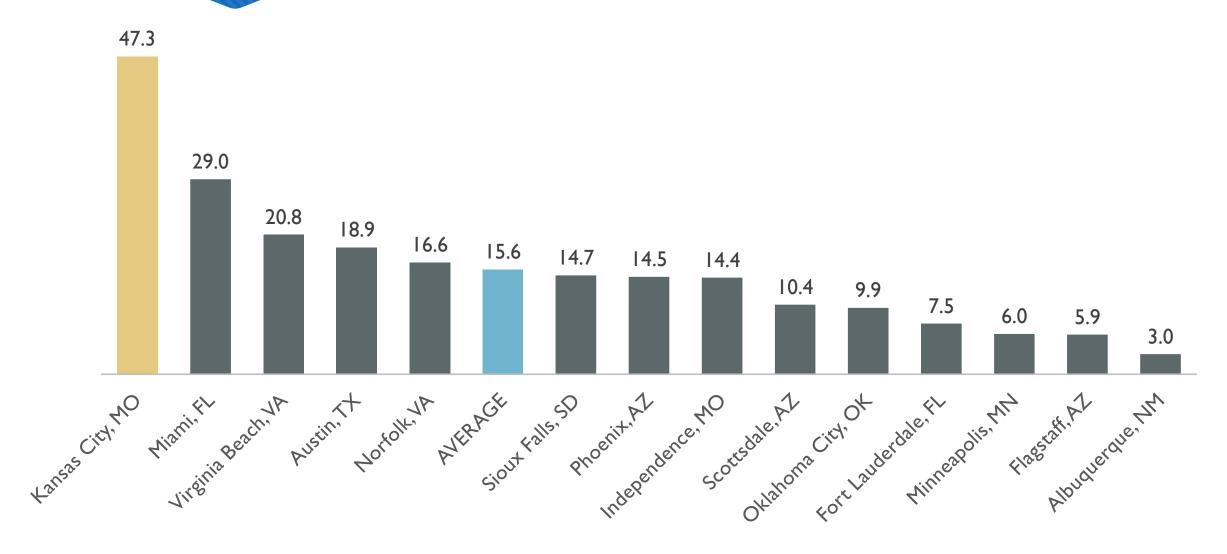
## Injury Leave increased dramatically in 2016



#### **Injury Leave Over Time**



### Occupational Injury and Illness Incidence Rate in KCFD



All data is for CY2016

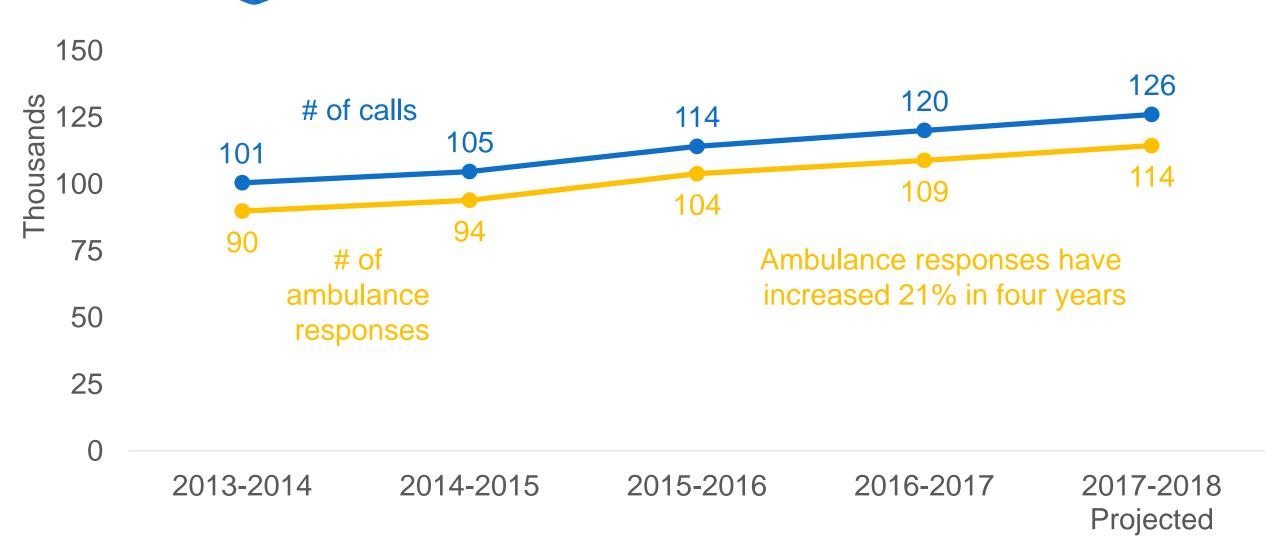
Source: Office of Performance Management Workers Compensation Benchmarking survey

## Fire Dept Staffing Analysis

## KCFD Staffing Analysis

- O Prior to increase in minimum staffing, completed in 2007-08, the ratio or Relief Factor of assigned FTE: Daily Minimum was 4:3 or 33%.
- O Following that increase the ratio is 5:4. RF lowered to 25%.
- O The current relief factor of ambulance staffing remains at 0. There are two FTEs assigned for two person ambulance.
- Relief Factor (RF) is the percentage of FTEs above required daily staffing to cover all leave absences.
- O The greater the relief factor, the less need for backfill.

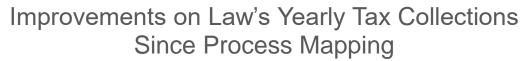
## Number of Calls and Ambulance Responses Continue to Increase

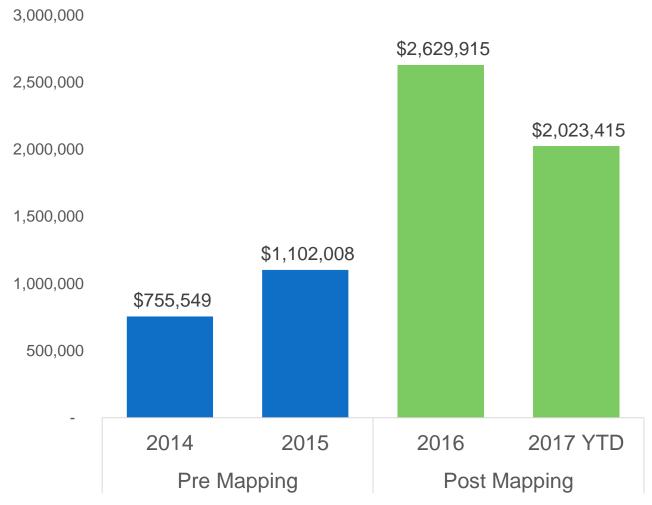


## Strategy B

Conduct a process improvement study on revenue collections. (Finance, Revenue Division)

#### **Collections Process Evaluation and Improvement – Law Department**





#### Recommendations Implemented from Evaluation Process:

- 1) Increase revenue supported staffing and shift existing staff duties as needed
- 2) Address most recently filed collection cases simultaneously with working oldest backlog
- 3) Dedicate support staff to post-judgment administration
- 4) Increase dollar threshold of cases sent to the Law Department for collections from \$300 to \$500
- 5) Report on collections to City Manager by end of calendar year 2016
- 6) Continue monitoring ROI on new staff
- 7) Technology enhancements IRS database matches for garnishments and automated notification for bankruptcy filings

#### **Next Steps**

- Office of Performance Management has been gathering information from other city departments who have collection responsibility
- Finance Department will use information gathered by OPM to develop Administrative Regulation for Accounts Receivable and Collections
  - Establish policy for City
  - OStandardize processes across all departments which have accounts receivable

## Strategy C

Prepare a recommendation to develop a pilot project for a citywide inventory system, beginning with the Kansas City Fire Department. (KCFD)

- The desired outcome of this pilot is to enable KCFD to track the service cycle of every piece of equipment used. This would include initial cost, maintenance, repairs, loss, and removal from service. Goal would be to improve procurement, inventory control, budgeting, injury prevention, planning and documentation.
- First steps will include:
  - Scanning the environment for best practices internally and with other cities
  - Determining what inventory and maintenance products are available; and costs or feasibility to implement.

## Strategy D

Conduct a review of citywide timekeeping and payroll functions. (Finance)

#### Successes and future milestones

	11/06/15	11/03/17	Results
# of Checks Printed	340	13	327 fewer checks printed!
# of Direct Deposits Processed	4,042	4,445	10% increase in direct deposit use!
# of Pay Advices Printed	3,567	2,359	1/3 reduction in Pay Advice Printing!

#### **Next Steps:**

- Payroll Manager hired November 2017 new position added in FY2017-18 Adopted Budget
- Review current timekeeping and payroll processes across the City to identify opportunities for improvement and integration (2018)
- Review PeopleSoft configuration to potentially automate payroll calculations based on hours worked (ongoing)
  - Goal is to eliminate manual calculations/interpretation

## Strategy E

Complete the OneIT initiative between the City and the Kansas City Police Department. (Office of the City Manager)

- MOU to be signed soon
- Consolidated IT Funding
- One server room with connections across infrastructure
- All shared servers
- Will save hundreds of thousands of dollars over time
  - Not buying two of same product anymore.

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## Strategy F

Identify additional opportunities to integrate and coordinate services between the City and KCPD. (General Services)

- Staff is reviewing both the recent Matrix study and Blueprint for Success report completed in 2007.
- Procurement staff are starting to meet on regular basis to coordinate projects on purchasing.
- There are also significant opportunities in fleet across the city and KCPD.

## Strategy G

Develop and implement a comprehensive risk management program. (Risk Management Committee)

- Development of a program design is complete.
- Implementation is underway, starting with one department.
- Program design and implementation are being done in partnership with Lockton.

## Strategy H

Implement a priority-based budgeting (PBB) system. (Finance)

## **Priority Based Budgeting (PBB)**

#### THREE REASONS FOR PRIORITY BASED BUDGETING

1

#### **ACTIONABLE RESULTS**

Allocate resources to where they benefit the community the most

2

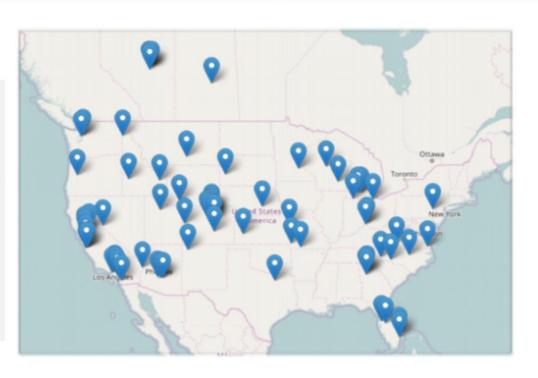
#### **BEST PRACTICE**

Recognized as a best practice by ICMA, GFOA, and the NLC

3

#### **COMMUNITIES OF ALL SIZES**

PBB works for small towns of a few thousand citizens and large cities with populations near 1 million



Inventory Cost Score Present Analyze

## **Benefits of Program Scoring**

**KEY TERMS** 

#### Results

The goals and objectives and their definitions used to evaluate programs

#### Basic Program Attributes (BPAs)

All programs are scored against attributes like Mandated to provide a program

#### Community Results

Only Community programs are scored against results like Safety and Economy

#### Governance Results

Only Governance programs are scored against results like Compliance and Decision Making 1

#### COMMUNICATE

Scoring describes the many ways programs affect the community 2

#### ALIGNMENT

Apply existing strategic plan and values to the services offered 3

#### INSIGHT

Know where to allocate resources to make the most significant impact on results

 Results are selected and each has multiple

definitions

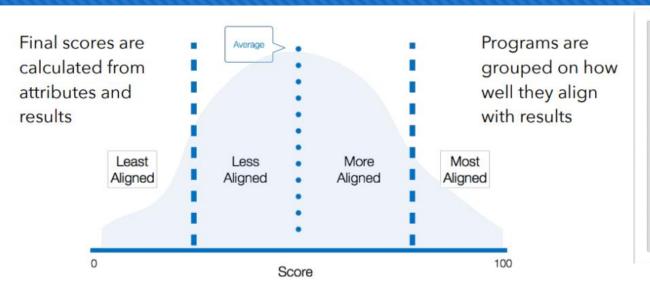
**Define Results** 

### Department Scores

 Departments score their programs against BPAs and Results  Cross-functional teams score all programs against one result

Peer Review

### **Presenting PBB**



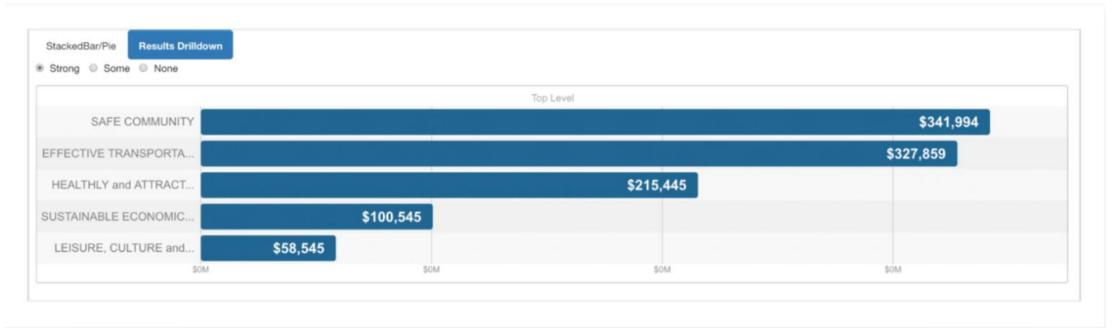
#### **Two types** of Programs Community and Governance

#### **Community Programs**

External Services that benefit the community
Align better with results like Safety,
Economy, Transportation
Examples: Directed Patrol,
Snow Removal, Playground Maintenance

#### **Governance Programs**

Internal Services that are necessary for the governing of the city or county Align better with results like Compliance, Decision-Making, Workforce Examples: Budget Preparation, Payroll, Building Services Contracts



## **Analyzing Using the Five Policy Questions**

1

Is it possible to change the level of service?

2

• Is it possible to change your self imposed mandate?

3

Is there an opportunity for a Public/Public partnership?

4

Is there an opportunity for a Public/Private partnership?

5

• Are these services better left to the private sector?

## What can you do with the data?

#### **Explore**

Analysis Toolpack Program Manual



Do the costs look correct? Check the totals for the programs, what stands out? Would you allocate time or costs differently?

#### **Analyze**

Policy Questions Costs & Revenue



Are there opportunities for you to make changes? Is this a program you would want to increase or decrease in future budgets?

#### **Communicate**

Program Report Comments



What is the story you would like to tell?

Descriptions and comments on help others better understand the program

## Objective 4: Implement policies and procedures to reduce workplace accidents and injuries and associated costs.

### Incident Rate (per 100 employees)

Incidence Rate – Occupational Injuries and Illness Citywide

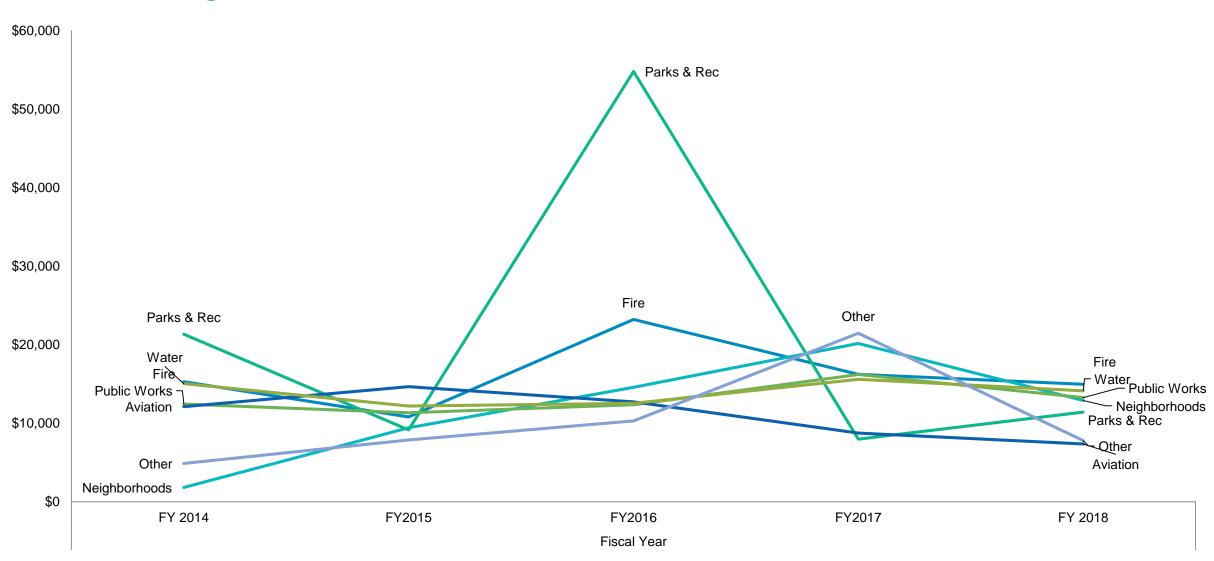
FY14	FY15	FY16	FY17
19.3	19.9	17.8	19.4

## **Cost of Injuries**

Fiscal Year	Number of Claims	Net Incurred Total*	Average incurred \$ per claim
2014	847	\$12,225,955	\$14,434
2015	885	\$9,644,646	\$10,898
2016	793	\$17,478,541	\$22,041
2017	863	\$13,595,670	\$15,754
2018 YTD (May – Oct '17)	455	\$6,119,549	\$13,450

<sup>\*</sup>Incurred total is dollars paid or reserved on claims as of 11/4/17

## Average cost per claim by city department



#### Strategy A

Collaborate with collective bargaining groups to implement a Fit-for-Duty program. (General Services)

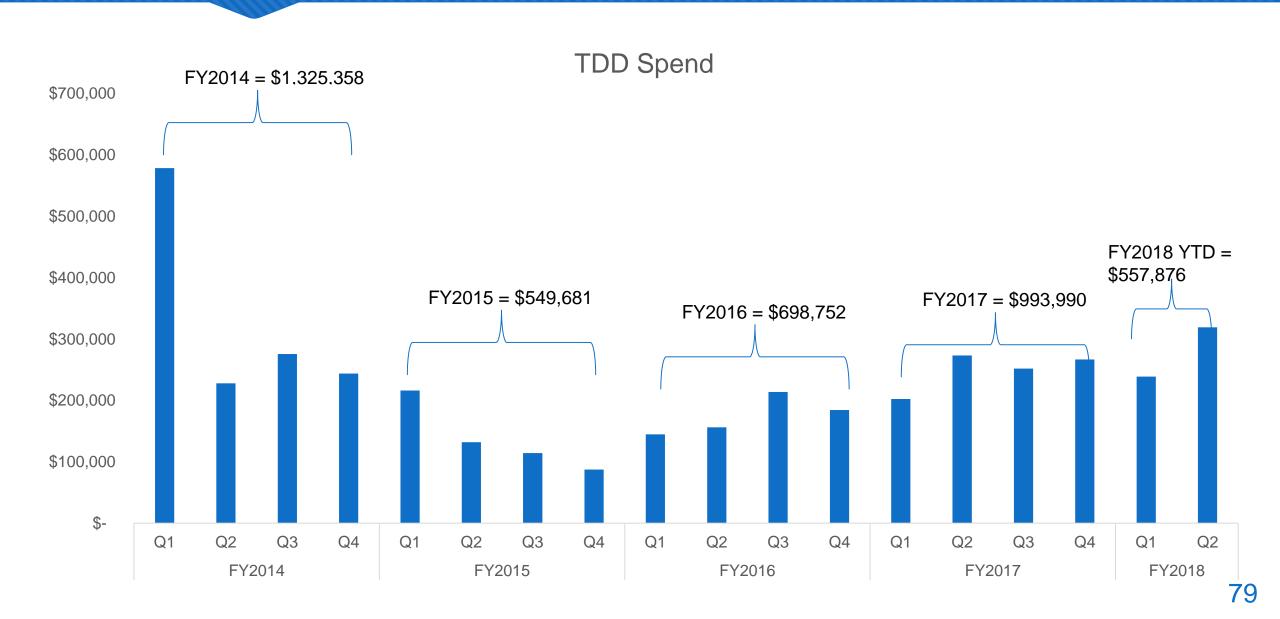
#### Multi-Departmental Team

- Partnered w/ WSD, KCFD, Aviation, PW, Parks, HR
- Best practice program developed
- Presented to representatives from Local 42 and Local 500
- Awaiting a response to the proposal

#### Strategy B

Analyze the effectiveness of the Temporary Transitional Duty Program for workers' compensation claims. (General Services)

### **Transitional Duty and TTD Payments**



#### Strategy D

Develop and implement a workers' compensation fraud prevention program. (General Services)

#### Workers' Compensation Education

- Program developed by crossdepartmental team
- Awaits implementation in 2018

## Strategy E

Provide enhanced safety training for employees in positions that traditionally have a high number of work-related injuries. (General Services)

#### **Employee Safety and Health**

#### Safety Training

- 18 topics
- 252 sessions
- 2,355 employees

#### Sprains & Strains

- High frequency
  - 40% of loss incurred
- Contributing Factors
  - Physical Condition
  - Age
  - Workplace Culture

#### Safety Initiative – Public Works 2017

- Face to Face w Front Line Staff
- Face to Face w/ Supervisors
- Lists of Safety Perceptions,Opportunities & Barriers
  - OLow Hanging Fruit
  - Follow Up
  - ONot Officers Leaders



## Injury Prevention: Confined Space Training

Since September – 7 classes, 60 employees trained – Public Works, Parks & Rec 2018 – 300+ employees in WSD, Aviation, and other







#### Strategy C

Complete the development of functional job studies for all labor positions. (General Services)

#### Functional Job Descriptions

- Benefits
  - Treating Doctors know specifics about the work
    - Sometimes it's a NO
  - Fits into the Fit for Duty Concept -
    - Other Open Positions
    - ADA Referral
    - Alternatives
  - To Date 73 studies completed / Fit-for-duties created
  - New partners assisting with the completion of the project

**Objective 5:** Update the City's charter, ordinances, policies, and procedures, as well as the City's state and federal priorities, to ensure a responsive and representative City government.

#### Strategy A

Review the City Charter to identify the need for revisions, including a recommendation on the initiative petition process. (Law)

The Office of Performance
Management will assist in
scanning the environment for
best practices in peer cities

#### Strategy B

Develop and pursue a plan to modify Kansas City Police
Department governance to include local control by the City. (Office of the City Manager)

# Questions?

Stay up to date on progress at kcstat.kcmo.org

**#KCStat** 

